

The Evergreen State College  
Master of Public Administration

Tribal Concentration – Fall 2011 Syllabus  
Tribal Economics: The Role of Tribal Governments

Session I November 18-20  
Session II December 2-4

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Course Homepage; [www.evergreen.edu/mpa/tribal](http://www.evergreen.edu/mpa/tribal) Moodle website  
<https://moodle.evergreen.edu>

Program Overview

This class will focus on the unique roles that tribal government plays in relation to economic, business and community development within Indian reservations and the surrounding areas. As the local government within reservation boundaries, tribes are responsible for determining which business enterprises may be licensed, which economic activities are to be permitted by individuals and corporations and which are to be tribally-managed. Tribal governments are responsible for regulating all land uses and to assess the environmental impacts of development proposals. In fulfilling these responsibilities, tribal governments constitute the primary authority charged with safeguarding the public good and protecting the tribal community from any harmful practices of private business. At the same time tribes strive to create an environment in which legitimate business and commerce may flourish. Tribal governments have the authority to impose taxes on economic activities and business transactions in order to generate revenue for public services. They must also fund the development of physical infrastructure such as roads, utilities, etc. Tribes take on the role of “community development” which includes construction and maintenance of public housing, schools, health care facilities, public recreation and cultural preservation. In this course, we will examine how tribal governments balance these complex and challenging roles in the context of cultural compatibility with the values and traditions of the tribal community and integration of the Tribes role within the surrounding non-tribal communities and external public land management agencies.

### Learning Objectives:

As a result of their assigned readings, writing assignments and class discussions, students will gain:

- Insight into the costs and benefits of different governance models and structures for development and management of tribally owned business.
- An understanding of the formulation and effective implementation of a tribal economic policy. This includes the role of economic development and community planning, options in the use of the tribal resource base, impacts of the regional economy within which the tribe is situated, and the relationship, if any, of cultural concerns to economic policy considerations.
- An ability to distinguish tribal fiscal policy considerations from economic policy and to identify factors relevant to a sound tribal fiscal policy.
- An understanding of the components of effective and balanced tribal community development including how to analyze tribal infrastructure needs.
- Ability to understand the role of Tax Agreements with the State and surrounding local governments and to analyze and critique existing tax agreements.

### Required Reading Assignments:

Session I – November 18-20

Scanned PDF document: “Economic Development Chapter 7” from the book ***“The State of the Native Nations”***. See moodle site

Guyette, Susan, ***Planning for Balanced Development: A Guide for Native American and Rural Communities***, 1996, Clear Light Publishers, Santa Fe, New Mexico (308 pages)

Robert Miller, ***Reservation Capitalism***. Professor of Law at Lewis and Clark School of Law, Portland, Ore. Professor Miller’s new book is under publication due to be released this winter. He has authorized us to reproduce selected chapters for this class and will join us on Nov. 19 as a guest speaker on campus.

***The Character and Effects of the Indian Economy in Washington State, 2006*** Jonathan Taylor under contract to WIGA. (WIGA has made copies of this 57 page report available to the class at no cost for distribution to the MPA Tribal Cohort )

Halpern, David, ***Social Capital***, published by Polity Press, 2008 (paperback copies are available thru Amazon.com website)

Case Study of Indian Gaming: see Evergreen website link to “Native Cases”

Session II – December 2-4

***Tribal Government Tax Policy and Practice – Handouts by guest speakers.***

Native Case Study of TESC Longhouse: Successful strategies in Fundraising (see Evergreen website link to ...”Native Cases”

Additional handouts and articles on Tribal Trade and Multi-tribal joint venture issues will be provided at the beginning of the 1<sup>st</sup> class session.

Recommended Readings:

First Nations Development Institute. 2000. ***Conducting Reservation Economic impact studies: a manual for tribal planners.*** (Handout, 40 pages.)

North Dakota Law Review, 2004, Volume 80, Number 4: *Indian Law Symposium: Tribal Economic Development*, 2004, University of North Dakota School of Law, Grand Forks, North Dakota. (This special issue is comprised of eight articles by legal scholars and practitioners related to the topic of Tribal Economic Development; 270 pages; A limited number of copies are available thru the NIARI Library, Sem II E 2116)

National American Indian Housing Council (NAIHC), [www.naihc.net](http://www.naihc.net). (Contains many documents on how tribal communities succeeded in meeting their housing and community infrastructure needs through NAHSDA block grants and under the Obama Economic Stimulus program.)

National Congress of American Indians (NCAI), [www.ncai.org](http://www.ncai.org), Contains extensive info on Tribal Economic Stimulus programs)

Research Paper Assignments:

Session I:

Assignment 1. Assume that you are the tribal planner. You have been asked to prepare a report for consideration by the tribal council regarding an economic development proposal that will have major impacts on the tribal community. (You devise and chose the fact situation. Examples include: creating a trade zone on the reservation, investing \$20 million in a destination resort hotel and golf course, building a 100 unit apartment complex and condo next to the tribal headquarters, or, a similar project.) Assume that there is a preliminary business analysis that the project would be successful from the perspective of profitability.

Your report should help the council identify relevant economic collateral and fiscal policy factors that must be taken into consideration as they analyze potential impacts of the proposal you have selected. You will also take into account Demographic factors such as education levels within the tribal community, vocational preferences, job location and wage levels. Be creative in adding details and circumstances regarding the situation you are analyzing in order to address economic policies, fiscal policies, and, if appropriate to your case, cultural policies and their impacts. Consider Guyette's book and your readings from Prof. Millers Reservation Capitalism in developing your plan. What conclusions do your policy considerations lead you to recommend to the tribal council? Your paper should be at least 8 pages including at least one page for references.

Assignment 2. Response papers for class seminar on Susan Guyette. *Planning for Balanced Development* and *Reservation Capitalism* by Miller. 2-3 pp. Contact your faculty if you have questions about what is expected in a response paper.

## Session II

Assignment 3. Prepare an actual case history and a class presentation on a tribal economic development project – specific directions will be given in class during the 1<sup>st</sup> session. Approx. 7-8 pp. plus presentation: Power point recommended.

### Requirements:

Due to the demands of our intensive weekend format, students are expected to participate in all classes unless they have given advance notice based on “necessity” as mutually agreed upon by the student and their faculty. In the event of a necessary absence, students are expected to make arrangements with their seminar faculty for in-lieu assignments covering the material missed during their absence. Be advised that faculty may also make an academic determination that makeup work is not feasible and reduce the amount of credit awarded for this course. Failure to complete assignments adequately or in a timely fashion or unexcused absence may also result in reduced credit or critical comment in the faculty evaluation of the student. Late papers and work will be accepted only at the discretion of your faculty seminar leader. If work is turned in late, turn around time for returning such papers with faculty evaluation may accordingly be off schedule. When students are not able to keep their appointment for evaluation meetings at the end of the quarter, they are responsible for providing timely notice to their faculty and for rescheduling the appointment.

Students are required to complete self-evaluations and faculty evaluations for each course. Self-evaluations will be submitted in accordance with new procedures as directed by the college.

## **Class Schedule – Session I: Nov 18-20**

Friday Nov. 18

1 pm – Overview of Reservation Economies and Tribal Government.

1:30 – Review of what tribal governments do to create economic policy and compare this to fiscal policy, discussing the implications of one type of policy on another.

2:30: Break

2:45– Discussion of Prof Millers Book:

3:00– Seminar on Guyette and Millers Books

4:15 - Nonprofit Organizations and Tribes: Past, Present and Future

Saturday Nov. 19

8:30 Discussion of assignment #1

9:30 Guest Speaker TBA

10:30 break

10:45 Guest Speaker – Professor Robert Miller will share his views regarding the “Transformation” that has taken place across Indian Country over the past generation as a result of the successful development of Tribal Gaming enterprises following the enactment of the Indian Gaming Regulatory Act of 1988. He will also discuss what he thinks may come from the development of Tribal Trade Agreements as called for under the United League of Indigenous Nations Treaty and other comparable developments.

12 noon – Lunch

1 PM – Class Discussion – What is the history of tribes creating their own tax programs? What types of economic activities represent a viable tax base for tribes in the NW? How are these tax programs aligned with economic strategy programs? What are the special considerations of taxing such activity as tribal fishing or tribal housing? What economic and political considerations are present in relation to Washington State and its tax programs?

3:30 Break

3:15 Seminar on assignment # 1

Sunday November 20

8 AM -Class Discussion of guest speaker's comments on tribal economic development, economic policy and fiscal policy.

9:30 AM – Evergreen political economy faculty Peter Dorman has been invited (but not confirmed) to discuss the use of “cost-benefits analysis” as a traditional government policy tool and how it may be applied to sample projects by tribal governments.

11 AM – Break

11:15 Seminar

12 noon – Lunch

1 PM – Presentation and discussion of state and local government relations with tribes in Washington State in reconciling conflicts over fiscal and economic policies such as revenue sharing of tribal gaming profits, participation in local tax revenues, economic benefits of tribal gaming and indirect tax contributions to state revenues resulting from tribal economic development. (See WIGA report in readings)

3: Break

3:15 PM –

4 PM – wrap up and discussion of plans for next session.